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PRELIMINARY REPORT

OF

CONFERENCE

HANDLING AND EXPLOITATION OF

JAPANESE DOCUMENTS

29 August 1945

War Department
Washington, D. C.

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War Department
Conference on Handling
and Exploitation of
Japanese Documents

29 August 1945

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War Department

By authority A.C. of S., G-2

Conference on Handling
and Exploitation of
Japanese Documents

Date 29 Aug 45

Initials

29 August 1945

AGENDA

1. OPENING STATEMENT OF CHAIRMAN:

a. Mission

The mission of the conference on Handling and Exploitation of Japanese Documents is to prepare an orderly and efficient plan for the selection, evacuation, processing and final disposition of documents shortly to become available in Japanese occupied areas.

b. Organization of the Conference

This conference was conducted by the Military Intelligence Service at the direction of the A. C. of S., G-2, W.D.G.S.

Date: 29 August 1945

Place: War Department, Pentagon Building
Room 2E-813

Participants: Navy Department
War Department

Committee: Chairman, Colonel S. P. Marland, Jr.
Executive, Major W. E. Strenlau
Secretary, Captain W. L. Chan

Representatives:

Captain J. W. Gregory, U.S. Navy
Captain George Phelan, U.S. Navy
Captain E. S. Pearce, U. S. Navy
Colonel W. L. Bales, USMC (R)
Colonel J. R. Lovell, MIS
Colonel W. C. Strecker, ASF
Colonel R. E. Doty, WDICC
Colonel J. R. Whitney, AC/AS-2

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c. General

Heretofore, captured enemy documents have constituted a major source of intelligence, both at the theater level and at the War and Navy Department level, for the conduct of operations against the enemy. The focus of interest now turns to exploitation of the documents in Japan for interests other than operational. While it is felt that many documents of an operational nature will still be of value to the forces in the field, for security and control purposes, the need for such documents is receding.

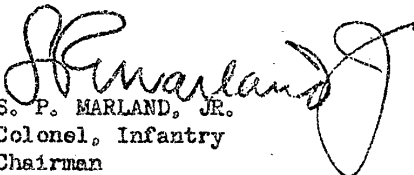
Hence, the several combat echelons which formerly handled documents, from the rifle company to the army headquarters, are no longer involved in the document evacuation process. Field forces in the lower echelons will merely insure that documents are located and safeguarded, while the exploitation falls to the theater and the interested agencies in the United States.

The theater will extract from documents that intelligence which it needs for security and control, by means of fragmentary translations or photostat, and it will conduct preliminary exploitation of other targets within its means. The latter responsibility will be governed largely by the technical and scientific requirements set forth in current target books.

Final and complete exploitation will be conducted in the United States. This conference will recommend the plan for the establishment of the necessary machinery to conduct this exploitation in a manner most advantageous to all concerned.

In preparation for the conference, the Chairman prepared a tentative agenda, and proposed a preliminary report on the items of the agenda to serve as a framework for discussion during the conference.

The final report, with concurrence by all representatives listed in Paragraph 1 b, above, is submitted as the findings and recommendations of this conference.


S. P. MARLAND, JR.
Colonel, Infantry
Chairman

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PRELIMINARY REPORT OF RECOMMENDATIONS

CONFERENCE ON HANDLING AND EXPLOITATION OF
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ITEM A: Present Facilities for Handling Japanese Documents
in Washington.

1. Agencies

- a. DNI (OP-16 FE)
- b. MIS (PACMIRS)
- c. Washington Document Center

2. Discussion

a. DNI (OP-16 FE): The removal of some language personnel from the translation section of OP-16 FE office is not to be construed as an intention by the Navy to minimize research and exploitation of documents in the United States. The redistribution of Navy language personnel reflects a need for additional language personnel abroad, and, pursuant to policies in force in the Navy, language personnel in the United States must be made available to the commanders in the theaters as needed. While the Navy plans to continue document exploitation in the United States, its capacity for production has been reduced below that which prevailed prior to the occupation of Japan.

b. PACMIRS: As now contemplated by the War Department, PACMIRS will perform substantially the same mission now in effect, except that there will be a greater measure of field representation and selection of documents than exists at this time. Further, it is anticipated that the great volume of documents which will be received from

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Japan must necessarily preclude early detailed translation such as PACMIRS is producing at this time. Initially PACMIRS will scan, evaluate and index documents, assembling a library of documents for ultimate translation as the need arises. As in the case of OP-16 FE, a library of documents is now held at PACMIRS for research purposes.

c. The Washington Document Center now serves as a clearing station and evaluation board for all documents evacuated to the United States. The control of material from the field through this center to PACMIRS or OP-16 FE is essential to the efficient handling of documents, having sprung from the first Japanese Document Conference, held in December 1944. The Washington Document Center forwards all documents relating to Army interests to PACMIRS, while with respect to Navy documents, only those considered by Washington Document Center to be useful are forwarded to OP-16 FE, the remainder being destroyed.

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ITEM B: Proposal for a Central Document Agency.

1. Problem

Toward a more efficient and systematic organization of document ex exploitation, a massing of efforts is herein considered that Navy, Army and other Government agency interests can be served from a central point.

2. Facts

- a. Translation personnel are limited in quantity.
- b. Numerous agencies, civilian as well as military, are interested in the documents to be evacuated from Japan.
- c. An overlapping interest in many documents is anticipated from Navy, Army and other Government agencies.
- d. The volume of material will preclude full translations by either Army or Navy until scanning, evaluation and cataloging can be completed.
- e. WDC, now staffed by Army and ^{NAVY} personnel, is closely integrated with OP-16-FE and PACMIRS.

3. Discussion

It is considered advisable at this time to incorporate Army and Navy translating and research facilities into one working unit, to avoid the confusion that would result from overlapping interests in documents and the impossibility of making broad distribution of complete translations to various research bodies. Duplication of effort is unavoidable where two organizations with such similar interests are engaged in research at widely separated points.

Since the Washington Document Center is the focal point for all captured documents evacuated from the Far East, and since Op-16-FE and PACMIRS are intimately associated with WDC, it is considered appropriate that WDC expand to include those functions now performed by the translating section of Op-16-FE and PACMIRS.

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The two document libraries (OP-61-FE and PACMIRS) are now widely separated, even though the documents in the libraries may be closely inter-related. This is inefficient, since the facilities of the libraries should be readily available to both services. For orderly research, the two libraries should be consolidated and should be located physically adjacent to the translating agency.

It must be contemplated that ultimately AFPAC will be dissolved and with it, ATIS, as well as all other translating agencies in the field. These agencies may still be in possession of large quantities of documents at the time of dissolution. Pursuant to the general direction of this conference, the final repository will fall to the responsibility of the Washington Document Center.

While Camp Ritchie offers the physical facilities for document translation and storage, it is felt that this post will not be available for War and Navy department use for the period of time contemplated for document exploitation. Further, the location of a central document research center at Camp Ritchie will prove awkward and inefficient to the many interested Government and civilian agencies situated in Washington. It is doubtful that the full advantage of the document research center can be completely realized unless it is placed in reasonable proximity to the using agencies. DNI expresses Navy opinion that inter-service participation could not be effected beyond the limits of Washington. Recognizing the Army effort toward minimizing Army strength in the Military District of Washington, it is felt that consideration should be given to locating the central document research center in close proximity to Washington in order that it may effectively serve its purpose.

4. Recommendations

a. That WDC be reinforced by the translation section, Op-16-FE and PACMIRS, and that this agency be reorganized to perform the mission described in paragraph 4b. Hereafter in this report the name WDC will refer to the proposed Army-Navy Document Research Center.

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b. That this organization be given the following mission:

- (1) Supervise selection and evacuation of Japanese documents from the Far East to Washington.
- (2) Receive and process incoming documents and make available to representatives of authorized agencies.
- (3) Catalogue documents and maintain active library for all authorized agencies.
- (4) Insure continuous dissemination of information on material available for research.
- (5) Make arrangements for final repository for all captured documents resulting from the Japanese war.

c. That facilities be made available in Washington to accommodate WDC, its library and the research functions which it will embrace.

d. That A. C. of S., G-2 and DNI appoint a committee to secure the physical facilities necessary to implement the foregoing recommendations.

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ITEM C: Coordination with ATIS.

1. Problem

Implementation of proposed representation of Washington interests in Japan is herein considered.

2. Facts

a. Commander-in-Chief, AFPAC has approved the A. C. of S., G-2's request for joint and/or Allied representation in Tokyo for the purpose of representing Washington interests.

b. AFPAC Basic Intelligence Plan of occupation of Japan, dated 8 August, includes the following provisions with respect to documents:

(1) "It will . . . be necessary for language detachments to select for evacuation through normal channels to Allied Translator and Interpreter Section, GHQ, only such documents as are of immediate general importance."

(2) "Documents which cannot be so left (in place) must be carefully collected in central repositories to await final disposition."

(3) "A great number of agencies will be searching for documents and it is required that all such agencies register with the . . . ATIS . . . They are free to collect what documents they require but permission to take them out of the area must be obtained from . . . ATIS . . ."

(4) "There will be types of documents which can only be efficiently evaluated in Washington or which require detailed analysis and research. These classes of documents will be sent to ATIS for action."

(5) "A more difficult problem arises regarding the selection of documents which as a matter of policy must not be left in Japan, such as those dealing with the war efforts and organization of the armed forces and the war diaries and studies of the various campaigns. It will be necessary for all such documents to be specially listed and marked as documents that must be eventually evacuated or destroyed."

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(6) "Those (documents) required by Japanese government and command agencies operating under United States control will remain accessible to Japanese authorities concerned."

(7) "GHQ AFPAC is responsible for the following:

(a) Coordination of all matters of inter-service relationship regarding documents;

(b) Direction on the types of documents which must be left in place and those which are required for ultimate evacuation from Japan:

(c) Arrangement for making available to the Navy records required by them:

(d) Liaison with MIRS, War Department, and

(e) Documentpolicy problems and procedures."

3. Discussion

The selection of Military, Technical, Scientific and General documents in Japan is governed substantially by the Theater A. C. of S., G-2, acting on current target books published by the War Department and the specific interests of specialist teams. The handling of the selected documents is controlled entirely by ATIS until evacuation to the U.S.A. is initiated.

The theater commander indicates in Basic Intelligence Plan above, that a close inter-service relationship will be maintained with respect to documents in Tokyo. Hence, field agencies of Navy, Air Forces and Ground Forces will focus through ATIS for all document activity.

Further, since ATIS is inter-service in function and organization, it is considered desirable that the inter-service nature of the document-handling organization be continued in the echelons above ATIS. Thus, the advance echelon of PACMIRS (1,a above) should logically, in light of ITEM B, become the advance echelon of WDC in order to achieve close

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coordination and efficiency at the Tokyo level. This agency should include specialists trained and briefed in current interests in Washington to insure the high quality of the documents being evacuated.

The actual plan for integrating the advance echelon of WDC into ATIS in such a way as to serve its mission without duplication of ATIS effort will necessarily be worked out on the ground. It is considered advisable, in view of the complexity of the inter-service, inter-allied nature of the advance echelon, WDC, that liaison be established with AFPAC, A. C. of S., G-2 by a party of at least one Naval and one Army officer to proceed at once to Tokyo to make plans and preparations for orderly and agreeable installation of the advance echelon.

One consideration which should be given to the relationship with ATIS is the assurance that such advance echelon personnel as may be installed at Tokyo level are not diverted from their primary effort of serving Washington interests. This should be settled by liaison party above.

DNI has initiated communications to the Commander-in-Chief, Pacific, to determine availability of Navy personnel for support of the forward echelon, WDC.

4. Recommendations

- a. That not later than 1 October 1945, an advance echelon, WDC be ordered to AFPAC for temporary duty (TAB B).
- b. That this advance echelon remain at AFPAC for approximately 90 to 120 days, depending upon the volume of documents passing through ATIS. For the purposes of insuring continuous intimacy with Washington interests, the personnel of the advance echelon may be rotated as appropriate.
- c. That in line with theater policy of inter-service document handling, advance echelon consist of Army and Navy personnel.

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d. That the liaison party from WDC report to the A. C. of S., G-2, AFPAC and appropriate Naval authority at an early date.

e. That the A. C. of S., G-2, War Department, and the A. C. of S., G-2, AFPAC exchange comments on the mission of the advance echelon, WDC in order to fix the responsibilities of the unit in the field.

f. That the mission of the WDC advance echelon in Tokyo be as follows:

(1) Coordinate with ATIS to insure dissemination of Washington requirements.

(2) Select and evaluate pertinent military documents on the basis of interests at War and Navy Department level.

(3) Expedite the flow of all documents desired by Government agencies in Washington.

(4) Maintain close contact with the Washington Document Center to insure knowledge of current requirements.

(5) In special cases, establish liaison in the field with existing Government field agencies such as ASF, TAIC, etc., for particular activity relating to documents.

(6) Keep WDC advised on availability of key prisoners in relation to documents.

(7) Coordinate with ATIS to secure full translations of selected documents by utilizing local Japanese translators.

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ITEM D: Proposed Plan for Handling Documents

1. Problem

Although numerous technical, scientific and other intelligence teams will select documents in Japan for exploitation in the United States, it is herein considered advisable that all captured documents, regardless of their content, be retained in one central library.

2. Facts

Inefficiencies inherent in present plan for handling documents include the following.

- a. Large volumes of worthless documents are transported to the U.S.A.
- b. Misguided selection fails to evacuate items that are of interest at War and Navy Department level.
- c. Failure to appreciate priorities causes excessive delays in evacuation channels.
- d. No provision has been made for an ultimate repository for all documents now on hand in Army and Navy research agencies and in the hands of field agencies and in Japan.

3. Discussion

a. Functionally, documents in Japan fall into two classes for exploitation: (1) those of primary interest to Army and Navy, (2) those of primary interest to other government agencies.

(1) Those documents of primary interest to Army and Navy will be seized in the field by special teams operating under theater CIC and will be evacuated to ATIS in accordance with procedure now in effect. ATIS will extract from those documents that information which pertains to matters of interest to the Supreme Allied Commander and will continue the flow of documents to the Washington Document Center for research and translation as appropriate by Army and Navy research and language personnel.

(2) Those documents of primary interest to other government agencies

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are those which are considered by specialized teams in the field to merit further research. These documents in many cases will be partially exploited in the field. Interested agencies will then assemble those documents which are to be returned to the United States, label them with identifying numbers and letters, and initiate their evacuation according to methods prescribed by the theater commander. Thus, the documents will reach Allied Translator and Interrogator Section where they will be scrutinized for operational material by ATIS, and by WDC (Adv) for War and Navy Department interests, then evacuated to Washington Document Center. Washington Document Center will register the document, prepare a file card on its general content, and place it in the document library (See ITEM B). The interested agency will then be advised that the document is available for further research. If WDC (Adv) finds the document to contain information of a military nature, a letter of transmittal accompanying the document will so indicate in order that WDC research interests can be served, as well as the agency initiating evacuation.

Some documents of no special military interest, but of obvious value to other government agencies may arrive at ATIS without having been selected by specialist teams in the field. These will likewise be evacuated to WDC.

(3) It is felt that the presence of WDC (Adv) at ATIS can substantially correct the inefficiencies listed in Paragraphs 1; a, b, and c, above. Guided selection and supervised evacuation of high grade material will immeasurably improve the present document-handling situation.

4. Recommendations

a. That all captured documents be retained in the WDC library until their research value is no longer significant, or until they may be reclassified, whereupon documents having no military value will be transferred to another Government library.

b. That normally all documents selected in the field for further

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research in the U.S.A. will be retained in the WDC library where research will be accomplished. In certain circumstances, where the nature of the document is not suitable for library research, the document may be loaned from the WDC library for laboratory or other research. In any event, WDC will have authority to retain all captured documents subject to National policy until such time as the document is considered by WDC to be of no further use to the Army or Navy.

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ITEM E: Plan for Research.

1. Problem

Toward a greater efficiency in Army and Navy research activity, and toward rendering increased service to other government agencies, the plan herein considered contemplates a centralized research situation under joint Army and Navy authority.

2. Facts

a. Document research in Army and Navy projects is now being conducted separately through respective document libraries and translator groups.

b. An unavoidable duplication of effort and deficiency in coordination of findings results from the present separate research procedure.

c. Government agencies other than War and Navy Department, as well as civilian institutions, are showing increasing interest in potential document sources in Japan.

3. Discussion

The establishment of WDC (ITEM B) will provide for one all-inclusive library for Army, Navy or joint research. While the major service interests will be directed toward documents of a military nature, it is impossible to segregate "non-military" documents from military research. Thus, those documents primarily of scientific or technical nature must be considered of value to Army and Navy researchers.

Non-military Government agencies will desire access to Japanese documents, and in many cases it is anticipated that numerous agencies will desire a particular document at one time. Especially will this be true of commercial institutions in which a competitive attitude may be a motivating influence. In fairness to all authorized agencies, and toward

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insuring an orderly service to civilian interest, it is considered desirable to make documents available for civilian research in the WDC library. In extraordinary cases only will documents be released from WDC on loan to authorized agencies outside of the library.

In this way, translation and exploitation can be coordinated so that duplicate translating is divided, and all reports of research are made available to the Army and Navy.

Translations that have been completed in the field will also be furnished to the WDC library, along with original documents. Thus, all captured documents resulting from the Japanese war will be concentrated in one place; all research agencies will conduct their research at that location with few exceptions; translation and exploitation will be coordinated and orderly.

3. Recommendations

a. That WDC library embrace all captured documents and all translations resulting from the Japanese war.

b. That in accordance with current procedure, bulletins and accession lists be furnished authorized agencies by WDC.

c. That government or civilian agencies, authorized in accordance with National policy to have access to the library, be furnished library and research facilities at WDC.

d. That copies of all civilian translations and research reports resulting from captured documents be furnished the WDC library to avoid duplication of effort by Army and Navy agencies.

e. That an arrangement be made with the Library of Congress to determine the interests of that institution with respect to documents found to be of no research value in WDC, but containing information of general or academic interest.

f. That Army and Navy document research be conducted at WDC with the assistance of Army and Navy translators.

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ITEM F: Personnel

1. Problem

Redistribution and possible reinforcement of existing organizations will be necessitated by the foregoing proposals submitted by this conference.

2. Facts

- a. The availability of qualified Japanese translators is a fixed limiting factor.
- b. The establishment of a document-language agency will reduce overhead and non-translator personnel requirements.
- c. Increases in Army strength in Washington are not desirable.

3. Discussion

If a single service document center is established, OP-16 FE, PACMIRS and WDC will be consolidated. Such translator and non-translator personnel as now comprise OP-16 FE and PACMIRS will be adjusted to the need of the single service center without increase in present strength. It is considered desirable, however, that the integrity of the Army and Navy representatives be preserved as nearly as possible in the organization and distribution of functions within the various components of the center.

Establishment of WDC (Advance) in Tokyo will initially reduce Washington strength to a minimum operating level capable only of receiving and indexing incoming material. As the need for advance echelon at AFPAC decreases, personnel detailed to that organization can be withdrawn gradually as the volume of work increases in the Washington area.

The imminent release from military service of the bulk of the armed forces will cause unrest among the key specialist personnel of WDC who must be retained indefinitely in service. This factor, coupled with the need for reducing army strength in the Military District of Washington,

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indicates the advisability of providing civil service positions for certain qualified translator and non-translator personnel.

3. Recommendations

- a. That WDC be expanded in accordance with ITEM B, drawing upon Op-16-FE and PACMIRS for personnel (TAB A).
- b. That WDC Advance Echelon consist of an equitable number of translator and non-translator personnel, distributed between Army and Navy. (TAB B)
- c. That advance echelon WDC be empowered to engage through ATIS, required Japanese civilian services for translation of selected documents in Japan.
- d. That advance echelon WDC, where appropriate and practicable, return Japanese archivists with captured archives to insure orderly disposition and exploitation in the United States.

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ITEM G: Allied Participation

1. Problem

The exploitation of documents in Japan is of interest to all Allied forces engaged against the Japanese. To what extent will Allied forces be permitted to exploit captured documents in the hands of U.S. forces.

2. Facts

a. The forces in the field include British participation in intelligence activities.

b. Precedent in operating procedure of document research has leaned heavily on British participation.

c. Informal inter-Allied agreement between the A. C. of S., G-2, and DMI War Office provides for USA responsibility in research activities, with British participation at the operating level and British access to desired items of intelligence value.

3. Discussion

While the scope of this conference precludes the fixing of inter-Allied long-range relationship, it is felt that with respect to document exploitation, no change in present relationship is indicated. Extremely valuable personnel, both translator and non-translator, are now being furnished by the British Commonwealth to PACMIRS. AFPAC informally offered concurrence to Allied participation in the advance echelon organization contemplated in ITEM B.

The operational intelligence now in the hands of the British through the efforts of combined agencies is probably of a more highly

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classified nature than any potential intelligence to be forthcoming as a result of document research.

The Commander-in-Chief, AFPAC is designated Supreme Allied Commander.

If British participation at this working level is denied at this time it is doubtful that efficient operation of WDC can be assured.

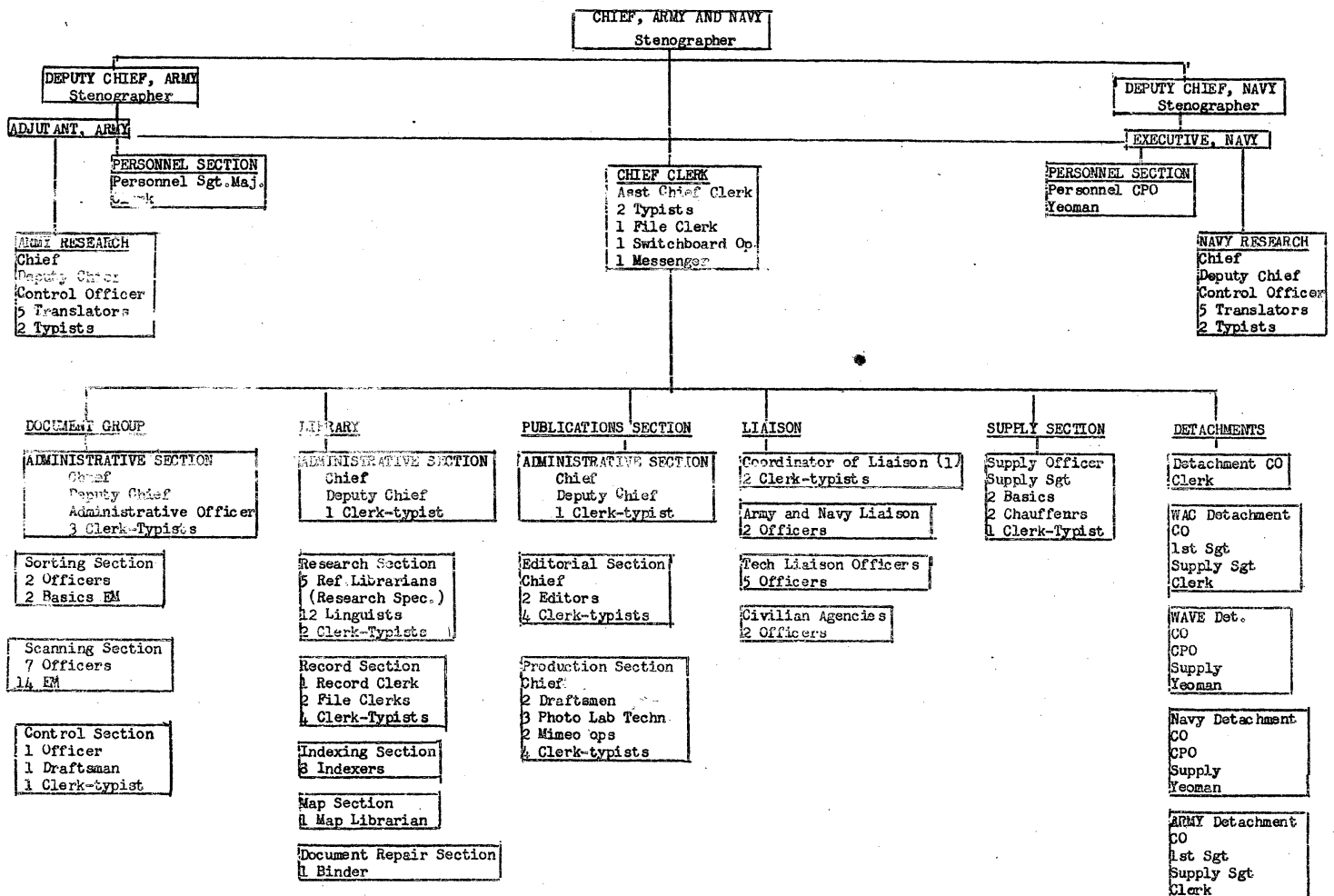
4. Recommendation

That present Allied participation in document exploitation be continued until modified by U. S. policy.

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TAB A

ORGANIZATION CHART (TENTATIVE) WASHINGTON DOCUMENT CENTER

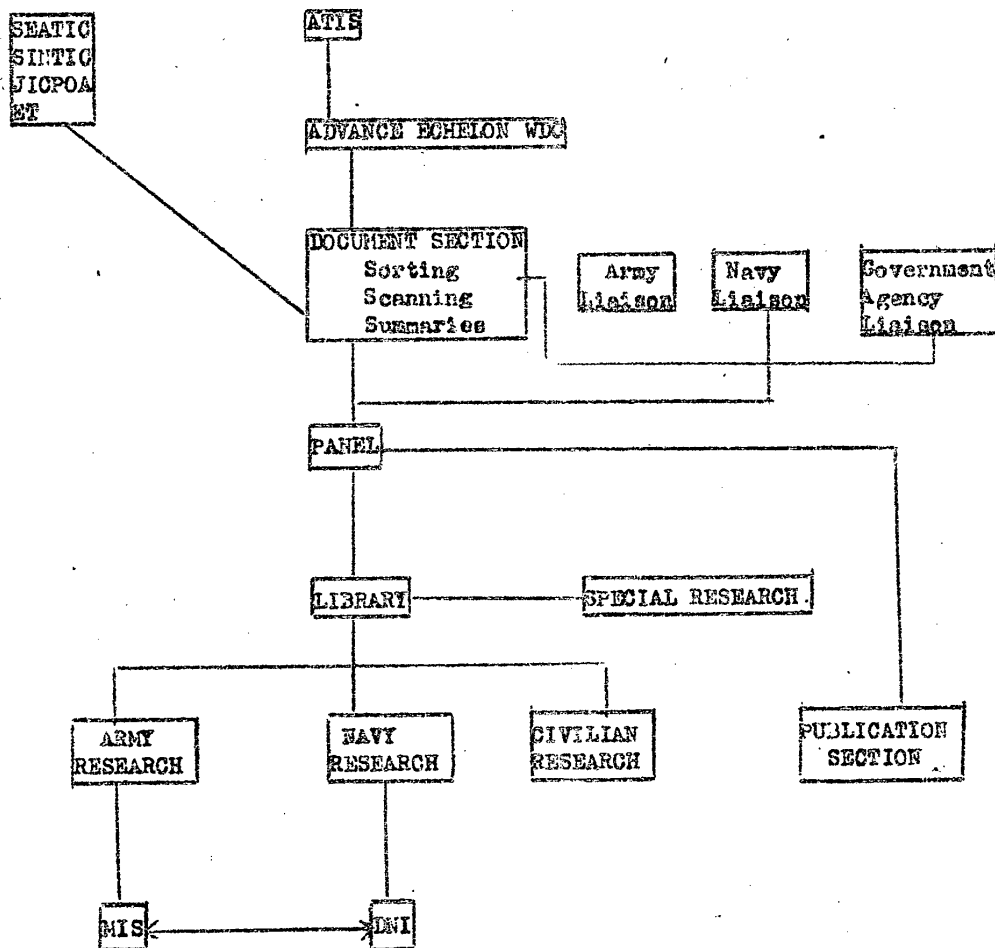


TOTAL STRENGTH
66 Officers
115 EM and Ratings
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TAB A-1

DOCUMENT FLOW CHARTTWB
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